

PLANNING AND DEVELOPMENT SERVICES REPORT
PRELIMINARY PLAT

PC PPPL2014-0002

DATE: **February 19, 2014**

MEETING DATE: **February 26, 2014**

REPORT BY: **Brian Kulina**

REQUEST:

A Preliminary Plat request from Vintage Partners, LLC, on behalf of Sinclair Oil Corp. / Sun Valley Company, for a Preliminary Plat of 12 parcels on 95.5 acres located at 1201 N Country Club Drive, within the Highway Commercial (HC), High Density Residential (HR), and Rural Residential (RR) zones.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission forward the Preliminary Plat to the City Council with a recommendation for approval.

PRESENT LAND USE:

Undeveloped

PROPOSED LAND USE:

Commercial and Residential

NEIGHBORHOOD DEVELOPMENT:

North: Interstate-40 and Mobile Gas Station; Highway Commercial (HC), Light Industrial (LI), and Light Industrial Open (LI-O) zones
East: Country Club Drive, Cortland Boulevard, Continental Plaza, Country Club Vista Apartments, and Country Club Estates Apartments; Highway Commercial (HC) and High Density Residential (HR) zones
South: Country Club Estates Unit 1 and Tam O'Shanter Villas; Single-family Residential (R1), Medium Density Residential (MR), and High Density Residential (HR) zones
West: Timberline Place Apartments; High Density Residential (HR) zone

REQUIRED FINDINGS:

The Planning and Zoning Commission shall find that the proposed Preliminary Plat meets the requirement of the Zoning Code (City Code Title 10), the Subdivision Code (City Code Title 11), and the Engineering Design Standards and Specifications for New Infrastructure (City Code Title 13).

STAFF REVIEW:

Introduction and Discussion

Vintage Partners, LLC (the "Developer") is currently under contract with Sinclair Oil Corp. / Sun Valley Company to purchase 95.5 acres located south and east of the intersection of Interstate 40 and Country Club Drive (the "subject property"). The proposed plat subdivides the subject property into two units. Unit 1, containing Parcels 3 and 7 through 12, is generally located

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at the southeast corner of Country Club Drive and Interstate 40 to the east and south of the existing Mobile gas station. Unit 2, containing Parcels 1, 2, and 4 through 6, is generally located west of the intersection of Country Club Drive and Soliere Avenue. It is the anticipation of the Developer to develop all of Unit 1 and, Parcels 1 and 2 with approximately 250,000 square feet of commercial space including a retail anchor, a potential 100-room hotel, and other retail tenants such as restaurants, fueling, bank, fast food drive through, and service uses. This concentration of commercial uses is partially achieved through the realignment of Soliere Avenue to the south creating a larger more developable pad (Parcel 1) between Soliere Avenue and Interstate 40/Country Club Drive. Additional information regarding this realignment can be found under the Traffic section of this report and in the proposed Preliminary Plat Narrative, a copy of which is attached to this report. Further, the Developer intends to develop Parcel 4 as a residential use. At this time, the specifics of that use have not been determined but, for the purposes of impact analysis preparation, the proposed dwelling unit count is 30. Parcel 5 contains the Rio de Flag and Parcel 6 is almost entirely consumed by slope, forest, and floodplain resources. It is the intention of the Developer to dedicate Parcel 5 to the city for use as open space, floodplain/drainage, and public utilities. Parcel 6 will be incorporated into the development of Parcel 4 to take advantage of those resource calculations.

The zoning for the subject property is identified on City of Flagstaff Zoning Maps 10 and 11, a copy of which is attached. The majority of the subject property is currently zoned Highway Commercial (HC), which allows all of the proposed uses. A strip of High Density Residential (HR) zoning exists along the southern edge of the subject property within Parcel 4. When Parcel 4 is developed, a Zoning Map Amendment will be processed to change the existing HC and HR zoning to something more appropriate for the traditional residential development. This amendment will include Parcel 6.

The subject property is currently bordered by residential uses to the south and west, by Interstate 40 to the north, and by a mix of commercial and residential uses to the east. To provide an appropriate buffer between existing residential uses and proposed commercial uses, commercial uses will be concentrated near the Interstate 40/Country Club Drive and Soliere Avenue/Country Club Drive intersections. Where commercial uses are adjacent to residential uses, adequate buffering in accordance with the Zoning Code will be ensured during site plan review.

Flagstaff Area Regional Land Use and Transportation Plan

The Flagstaff Area Regional Land Use and Transportation Plan (RLUTP) designates the subject property as Commercial Neighborhood, Urban Open Space, and Low-Density Residential. The Commercial Neighborhood land use designation is intended for all commercial retail and service uses that meet consumer demands for frequently needed goods and services, with an emphasis on serving the surrounding residential neighborhoods. It is the intention of the Developer to develop the subject property with various commercial and service uses; thus fulfilling the intent of the Commercial Neighborhood designation. The Urban Open Space land use designation is intended to further the goals of the Greater Flagstaff Area Opens Spaces and Greenways Plan by preserving open space and greenways within the urban area where water, resident wildlife, wildlife corridors, botanical diversity, wildlife viewing opportunities, historic significance, visual landmarks, scenic viewing opportunities, and geological hazards converge. It is the intention of the development to retain and dedicate the majority of the subject property (Parcels 5 and 6) that has this designation as open space. The Low-Density Residential land use designation is intended predominately for single-family detached residential development with densities up to 5 dwelling units per acre. At this time, a specific residential product type has not been determined. Staff will ensure that the intent of the Low-Density Residential land use designation is complied with at the time of rezoning and preliminary plat review for Parcel 4.

ZONING REQUIREMENTS

The subject property contains approximately 94 acres, of which 86 acres is currently zoned Highway Commercial (HC), 5 acres is currently zoned High Density Residential (HR), and 3 acres is currently zone Rural Residential (RR). The majority of development will be within the HC zone and contain appropriate commercial and service uses. It is the anticipation of the

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Developer that a portion of the subject property, located in the southwest corner and containing approximately 17 acres, will be rezoned to accommodate future residential development. The timing of this rezoning application is currently unknown. The remaining undeveloped portions of the subject property will be dedicated to the city for preservation open space, the Rio de Flag, and potential recreational amenities.

Density/Intensity/Development Standards

The subject property is proposed to develop as 12 parcels with a mix of commercial, residential, open space, and public land. Parcel 5, the largest individual parcel and the current location of the Rio de Flag and Lake Continental, contains 35.8 acres and is anticipated to be dedicated to the city for open space, trails, public utilities, and drainage. This dedication will occur after all necessary drainage and roadway improvements have been completed. Parcels 1, 2, 3, and 7 through 12 contain 39.5 acres and are anticipated to develop with approximately 250,000 square feet of commercial space, including a retail anchor, a potential 100-room hotel development and other retail tenants such as restaurants, fueling, bank, fast food drive through, and service uses. Parcel 4 contains 17.2 acres and is anticipated to develop as a residential subdivision. Only a portion of Parcel 4 is zoned to allow residential development. The Developer must proceed with a rezoning of Parcel 4 to accomplish the anticipated development pattern. At this time, the exact number of dwelling units proposed within Parcel 4 is unknown; however a dwelling unit count of 30 units was used for the purposes of determining impacts to the water, sewer, and traffic infrastructure systems. Parcel 6, immediately to the west of Parcel 4, contains 2.6 acres and will be retained, preserved, and incorporated into the development of Parcel 4 as open space and resource protection. Regardless of when or how the individual parcels develop, development must be in conformance with the development standards, based on underlying zoning, outlined in Section 10-40.30 of the Zoning Code (Page 40.30-1) in addition to any specific use development standards established in 10-40.60 of the Zoning Code (Page 40.60-1).

Natural Resources

In accordance with Section 10-50.90.020.A of the Zoning Code (Page 50.90-2), the subject property is located within the established Resource Protection Overlay (RPO) Zone and is identified as having forest, slope, and urban floodplain resources on-site. A Natural Resource Protection Plan, a copy of which is attached to this report, was prepared by the Developer and approved by staff. The plan protects resources based on the underlying zoning of the subject property. The protection threshold for commercial is different from residential. At the time Parcel 4 is rezoned to accommodate a residential development, this plan must be amended to ensure continued compliance.

Landscaping

In accordance with Section 10-50.60.020.A of the Zoning Code (Page 50.60-5), all new nonresidential and residential developments shall provide landscaping. Compliance within each parcel will be ensured at the time of site plan approval for the commercial development and at the time of rezoning and preliminary plat approval for the residential development. With the realignment and reconstruction of Soliere Avenue, right-of-way landscaping will be brought into conformance with established standards. A Preliminary Landscape Plan for Soliere Avenue, a copy of which is attached to this report, has been prepared by the Developer and accepted by staff. That plan includes the landscaping of all parkways, medians, and Low Impact Development features contained within Parcel 5. As previously mentioned, the subject property is located within the Resource Protection Overlay. Section 10-50.60.050.A.1.g of the Zoning Code (Page 50.60-18) can be used to offset some of the required landscaping. While this credit was not used to offset required right-of-way landscaping, it may be used on a per-parcel basis. A final landscape plan prepared in accordance with Section 10-50.60.030.C of the Zoning Code (Page 50.60-6) will be required as part of the public improvement plan submission for Soliere Avenue, as part of the site plan submission for the commercial development, and as part of the rezoning and preliminary plat submission for the residential development.

The Zoning Code only identifies specific open space requirements for higher density residential development. Open space for

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all other types of development is achieved through compliance with lot coverage and landscaping requirements. The proposed development will have a mix of commercial and residential uses/zones. Compliance within each parcel will be ensured at the time of site plan approval for the commercial development and at the time of rezoning and preliminary plat approval for the residential development. In reviewing overall compliance with this proposed plat, Parcels 5 and 6 contain 38.4 acres and are, among other things, anticipated to be developed as open space. That translates into 40% of the subject property being developed as open space, which well exceeds any standard, commercial or residential, currently established within the Zoning Code.

Lighting

In accordance with Section 10-50.70.040.B of the Zoning Code (Page 50.70-4), this development is located within Lighting Zone 3. In accordance with Table 10-50.70.050.A of the Zoning Code (Page 50.70-6), the maximum total lumens for a commercial development within Zone 3 is 100,000 lumens per acre, which includes a limit of 5,500 lumens per acre for partially shielded light fixtures and 10,000 lumens per acre for non-low pressure sodium light sources, and the maximum total lumens for a single-family residential development within Zone 3 is 10,000 lumens per lot, which includes a limit of 4,000 lumens per lot for partially shielded light fixtures. Lighting compliance will be ensured during site plan review for the commercial development and during the preliminary plat review for the residential development.

Building Design

In accordance with Section 10-50.20.020.A of the Zoning Code (Page 50.20-1), architectural design standards shall apply to applications for site plan review involving commercial and multi-family uses. Final design compliance for the commercial development will be ensured during site plan review. Final design compliance for the residential development will be ensured during preliminary plat review; however, should it develop as a traditional single-family residential subdivision, the architectural design standards would not be applicable in accordance with Section 10-50.20.020.B.1 of the Zoning Code (Page 50.20-2).

SYSTEMS ANALYSIS:

Traffic/Access/Pedestrian/Bicycle

A Traffic Impact Analysis was prepared by the Development and accepted by the city. That analysis identified four areas in which the proposed development contributed to off-site infrastructure impacts. Those areas are: (1) the proposed private access drive from Unit 1 onto Country Club Drive; (2) the intersection of Country Club Drive and Oakmont Drive/Old Walnut Canyon Road; (3) the intersection of Fourth Street and Soliere Avenue; and (4) the Fourth Street overpass bridge of Interstate 40. The Developer has agreed to discuss potential contributions for the mitigation of these impacts as part of a Development Agreement, which must occur prior to the final platting of any unit and/or parcel identified on the proposed preliminary plat.

In order to provide greater access control and a larger developable parcel, the Developer proposes to realign Soliere Avenue to the south and fully improve it with medians, four travel lanes (two in each direction), bike lanes, curb, gutter, parkway, and sidewalks. In addition, the existing sidewalk along the south side of Soliere Avenue will be extended from its current terminus, approximately 200 feet west of the western boundary of the subject property, to Country Club Drive. While Country Club Drive is currently in a fully improved state, additional improvements will be made to provide for full access turning movements in Unit 1. Access to each commercial parcel will be provided from the six driveways located along Soliere Avenue adjacent to Parcel 1, the two driveways located along Soliere Avenue adjacent to Parcel 2, and the two driveways located along Country Club Drive adjacent to Unit 1. Access to Parcel 4, the residential parcel, is anticipated to occur from Oakmont Drive; however, potential increases in density could cause a secondary access connection be made to

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Solier Avenue. Specific internal access, including pedestrian and bicycle circulation, for the commercial and residential parcels will be determined at the time of site plan review and preliminary plat review, respectively.

Water and Wastewater Systems

All water services will be provided in accordance with Engineering Design Standards. Water service for Unit 2, Parcels 1 and 2, will be provided through the extension of a 12-inch distribution main from the terminus of an existing main located within Solier Avenue at the western edge of the subject property to Country Club Drive. Individual building services within Parcels 1 and 2 will be determined at the time of site plan review. Water service for Unit 1, Parcels 3 and 7 through 12, will be provided through a new main connection to an existing 12-inch distribution main located in Country Club Drive. The new main will be located within the dedicated public utility and private access easement depicted on Parcels 8, 9, 10, and 12. Individual building services will be determined at the time of Concept Master Plan review for the whole of Unit 1 and refined at the time of site plan review for each parcel within Unit 1. Water service for Unit 1, Parcel 4, will be provided through a new main connection to an existing 12-inch distribution main that runs parallel with the southern edge of the subject property. Individual services to each building or lot will be determined at the time of preliminary plat review.

All sewer services will be provided in accordance with Engineering Design Standards. Sewer service for Unit 2, Parcels 1 and 2, will be provided through the extension of an 8-inch collector from an existing 8-inch collector located in Solier Avenue to a 30-inch interceptor located in Country Club Drive. Individual building services within Parcels 1 and 2 will be determined at the time of site plan review. Sewer service for Unit 1, Parcels 3 and 7 through 12, will be provided through a new collector connection to an existing 8-inch collector located in Country Club Drive, which connects to an existing 8-inch collector that runs through Unit 2 and connects with a 30-inch interceptor located in Parcel 5. The new collector will be located within the dedicated public utility and private access easement depicted on Parcels 8, 9, 10, and 12. Individual building services will be determined at the time of Concept Master Plan review for the whole of Unit 1 and refined at the time of site plan review for each parcel within Unit 1. Sewer service for Unit 1, Parcel 4, will be provided through a new connection to an existing 8-inch collector that runs through Parcel 4 and connects with a 12-inch outfall at the southern edge of the subject property. Individual services to each building or lot will be determined at the time of preliminary plat review.

A Water and Sewer Impact Analysis was waived as part of this preliminary plat application. A separate analysis performed by the City Utilities Department determined that the existing off-site and proposed on-site water and sewer system infrastructures were adequate to accommodate the proposed development. The analysis further determined that there is adequate system capacity, and additional analysis work would not be required for this project. No off-site infrastructure improvements, outside of those necessary to complete the on-site systems, are required of this development.

Stormwater System

The Rio de Flag, which currently runs through Unit 2, Parcel 5, has been identified by the Federal Emergency Management Agency (FEMA) as a Special Flood Hazard Area (SFHA) with a Zone "AE" designation. The Developer intends to develop the subject property in such a way as to reclaim a portion of SFHA by elevating the Parcel 1 building pads above the base flood elevation level and realigning Solier Avenue. This realignment requires review and approval of a Conditional Letter of Map Revision (CLOMR), prior to construction occurring, and a Letter of Map Revision (LOMR), after construction is complete, by FEMA. The CLOMR application has been reviewed and approved by Stormwater staff and is currently being reviewed by FEMA.

All drainage will flow to the Rio de Flag. The project incorporates a unique drainage solution, which is supported by Stormwater staff, in that the impact to the level pool floodplain, "Lake Continental," was analyzed instead of standard retention/detention. This analysis resulted in the commercial development (i.e. Parcel 1, Parcel 2, and Unit 1) being required to retain the first half inch of stormwater on-site for infiltration, in accordance with Low Impact Development requirements, with

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the remaining stormwater being routed to the Rio de Flag via shallow infiltration retention sumps that will be enhanced with native vegetation. With this, the total stormwater volume generated by the commercial development will be compensated for by ensuring there is no increase in the water surface elevation of "Lake Continental." The future residential development of Parcel 4 has been accounted for in the overall storage calculations.

The low flow channels of the Rio de Flag and Fanning Drive Wash have been identified by the US Army Corps of Engineers as a Waters of the US in a Preliminary Jurisdictional Delineation. The project anticipates minor disturbances to the Waters of the US for a temporary construction road, for the widening of Soliere Avenue, and for culvert improvements at Fanning Wash Drive. These disturbances will be designed to meet the terms and conditions of the Nationwide Permit Numbers 12 and 14. The US Army Corps of Engineers has issued a Nationwide Permit Verification letter to the Developer permitting the project to proceed as proposed. A copy of that letter is on file with the city.

RECOMMENDATION:

Staff recommends that the Planning and Zoning Commission forward the preliminary plat to the City Council with a recommendation for approval subject to the following conditions:

1. Prior to Final Plat submittal for Unit 1, a Concept Master Plan shall be submitted, reviewed, and accepted. In addition to any submittal items identified on the established Concept Plan checklist, the Concept Master Plan shall identify solutions for building placement, water and sewer infrastructure, circulation and parking, and drainage.
2. Prior to Civil Plan Review submittal, the following shall be submitted for review and approval: a revised grading plan reflecting the most recent changes to the Soliere cross section; revised earthwork calculations indicating that the necessary compensatory volume is maintained; and, earthwork calculations modeling inputs/outputs.

Attachments:

- Preliminary Plat Application
- Vicinity Map
- Aerial Image
- Preliminary Plat Narrative
- City of Flagstaff Zoning Maps
- Preliminary Plat
- Natural Resource Protection Plan
- Landscape Plan